

Preliminary Report & Recommendations

The Wisconsin Educator Effectiveness Design Team (hereafter the Design Team) recommends key design features of a performance evaluation framework for teachers and principals. The framework, released November 2011, will shape the development of a state model, specifically guiding training, piloting, and implementation of Wisconsin's educator effectiveness system. The system will measure both educator practice as well as student outcomes. The Design Team recommends the development of an equivalency review process for districts that choose to develop their own rubrics of educator practice, which meet or exceed the Wisconsin Model Educator Effectiveness System standards.

The Design Team acknowledges the significant change that the resulting educator effectiveness system will represent, and believes the system will drive positive impacts for both educator practice and student learning throughout Wisconsin. Further, this system will fulfill federal requirements around educator evaluation and professional development.

Development of the Framework

This framework was designed in collaboration with leaders of state professional education organizations, educator preparation programs, Governor Walker's office and the Wisconsin Department of Public Instruction. Design Team members represented the following:

- American Federation of Teachers-Wisconsin (AFT-WI)
- Association of Wisconsin School Administrators (AWSA)
- Department of Public Instruction (DPI)
- Office of the Governor
- Professional Standards Council (PSC)
- Wisconsin Association of Colleges of Teacher Education (WACTE)
- Wisconsin Association of Independent Colleges and Universities (WAICU)
- Wisconsin Association of School Boards (WASB)
- Wisconsin Association of School District Administrators (WASDA)
- Wisconsin Education Association Council (WEAC)

Representatives of these stakeholder groups formed a workgroup and a design team, both of which were informed by national experts, state research organizations, and regional technical assistance providers. The Design Team—the decision-making group—met monthly to reach consensus on the Educator Effectiveness framework for Wisconsin. The workgroup also met monthly to generate recommendations, which informed Design Team deliberations and consensus building.

As a collaborative effort, both the Workgroup and Design Team reviewed and discussed current education practice, research, and framework design. Both groups relied on technical assistance throughout the framework development process. Researchers from the Wisconsin Center for Education Research (WCER) helped frame the Design Team decision points; identified current educator effectiveness research, policies, and models; developed background material; and provided in-depth feedback during meetings throughout the process. The National Comprehensive Center for Teacher Quality (TQ Center) also helped provide information on educator effectiveness research, policies, and models. Great Lakes West Regional Comprehensive Center (GLW) and Regional Educational Laboratory (REL) Midwest facilitated and documented framework meetings and decisions. In addition, members participated in multiple national conferences, including those hosted by the Council of Chief State School Officers (CCSSO) and the National Governors Association (NGA).

Decision feedback was supported through stakeholder communication. An Educator Effectiveness Symposium was held in June 2011 to inform stakeholders and elicit feedback on the emerging framework design. Additionally, stakeholders sought feedback from their various constituent groups throughout the process.

The Framework

The Wisconsin Framework for Educator Effectiveness is a performance-based evaluation system for teachers and principals that will serve as the foundation for the state model. The primary purpose of the Wisconsin Framework for Educator Effectiveness is to support a system of continuous improvement of educator practice—from pre-service through in-service—that leads to improved student learning. The system will be designed to evaluate teachers and principals through a fair, valid, and reliable process using multiple measures across two main areas: educator practice and student outcomes. The framework described in this report will lead to the development of a full state model for educator effectiveness, which will be piloted and implemented throughout the state by the 2014-15 school year.

Key Decision Areas of the Framework

Five key decision areas guided the Design Team's work, as did the CCSSO document *"Transforming Teaching and Leading: A Vision for a High-Quality Educator Development System."*¹ These five key decision areas are:

¹ CCSSO, *Transforming Teaching and Leading: A Vision for a High-Quality Educator Development System*. http://www.ccsso.org/Resources/Publications/Transforming_Teaching_and_Leading.html.

1. What are the purposes of the system?
2. How will educator practice be evaluated?
3. How will student achievement and other outcomes be incorporated?
4. How will the evaluation process be administered?
5. How will the model be implemented statewide?

The five decision areas guided work and shaped decision points for each monthly meeting. The Design Team addressed each of the five decision areas. The following is a synopsis of the resulting major decision points.

Key Design Features of the Framework

The following design features are predicated on the understanding that the success of a performance-based evaluation system hinges on the development of a high-quality system that is implemented with fidelity and fully aligned with professional development and support.

The following fundamental features necessitate both formative and summative processes. That is, educators must be engaged in evaluating their own practice and receive constructive formative feedback on an ongoing basis, as well as receive feedback on their summative evaluations. Both formative feedback and summative evaluations should be aligned to the district's human resource practices (including staffing, mentoring, professional development, and performance management) in order to provide a consistent focus. Professional development plans, in particular, should be personalized and aligned with evaluation feedback to ensure Wisconsin educators are supported throughout their careers.

1. Guiding Principles

The Design Team believes that the successful development and implementation of the new performance-based evaluation system is dependent upon the following guiding principles, which define the central focus of the entire evaluation system. The guiding principles of the educator evaluation system are:

- The ultimate goal of education is student learning. Effective educators are essential to achieving that goal for all students. We believe it is imperative that students have highly effective teams of educators to support them throughout their public education. We further believe that effective practice leading to better educational achievement requires continuous improvement and monitoring.
- A strong evaluation system for educators is designed to provide information that supports decisions intended to ensure continuous individual and system effectiveness. The system must be well-articulated, manageable, reliable, and sustainable. The goal of this system is to provide students with highly qualified and effective educators who focus on student learning.

- An educator evaluation system must deliver information that:
 - i. Guides effective educational practice that is aligned with student learning and development.
 - ii. Documents evidence of effective educator practice.
 - iii. Documents evidence of student learning.
 - iv. Informs appropriate professional development.
 - v. Informs educator preparation programs.
 - vi. Supports a full range of human resource decisions.
 - vii. Is credible, valid, reliable, comparable, and uniform across districts.

2. Defining Effective Educators

In order to provide a central focus for teacher and principal performance, the Design Team defined educator effectiveness.

- *Effective Teacher*: An effective teacher consistently uses educational practices that foster the intellectual, social, and emotional growth of children, resulting in measurable growth that can be documented in meaningful ways.
- *Effective Principal*: An effective principal shapes school strategy and educational practices that foster the intellectual, social, and emotional growth of children, resulting in measurable growth that can be documented in meaningful ways.

3. Educator Practice

Measures of educator practice will account for 50% of the overall summative rating for educators. Dimensions of effective educator practice—for teachers—will be based on the 2011 Interstate Teacher Assessment and Support Consortium (InTASC) Model Core Teaching Standards² and—for principals—the 2008 Interstate School Leaders Licensure Consortium (ISLLC) Educational Leadership Policy Standards.³

The InTASC and ISLLC standards were selected as they are widely recognized as rigorous and robust standards of professional practice. These research-based standards describe effective teacher and leadership practices that lead to improved student achievement. Both sets of standards have been endorsed by CCSSO and are envisioned as the foundation for a comprehensive framework that addresses each stage of an educator's career. Numerous education organizations, unions, and institutes of higher education have endorsed the InTASC standards. In addition, the National Policy Board for Educational Administration

² 2011 Interstate Teacher Assessment and Support Consortium (InTASC) Model Core Teaching Standards, [http://www.ccsso.org/Resources/Programs/Interstate_Teacher_Assessment_Consortium_\(InTASC\).html](http://www.ccsso.org/Resources/Programs/Interstate_Teacher_Assessment_Consortium_(InTASC).html)

³ 2008 Interstate School Leaders Licensure Consortium (ISLLC) Educational Leadership Policy Standards, <http://www.wallacefoundation.org/knowledge-center/school-leadership/principal-evaluation/Documents/Educational-Leadership-Policy-Standards-ISLLC-2008.pdf>.

(NPBEA) endorsed the 2008 ISLLC standards. The InTASC and ISLLC standards can be found in Appendix A and B.

The following measures of educator practice will be used:

- For teachers, the domains and components of Charlotte Danielson's *A Framework for Teaching*⁴ will be used to provide definition and specificity to the InTASC standards. Rubrics for observing teacher practice will be developed, adapted, or identified to address each component. Danielson's work and other models based on InTASC will be used as a starting point in rubric development. The domains and components identified in the model will be required by school districts. Each domain represents a distinctive area of effective teaching practice. The components provide a detailed, but manageable, list of teaching skills that are consistent with the 2011 InTASC standards. The Danielson domains and components can be found in Appendix C.

Appropriate adaptations to the domains and components will be developed for certified professional staff that have out-of-classroom assignments as part or all of their duties, or for those who work with special populations.

- For principals, the 2008 ISLLC standards will be used. The ISLLC subordinate functions under the standards will form the components. Rubrics for observing principal practice will be developed, adapted, or identified at the component level. Models based on ISLLC will be used as a starting point for rubric development.
- Multiple observations of educator practice are required during summative evaluations. Observations must be supplemented by other measures of practice. Multiple sources of evidence must be collected to document the evaluation of practice.
- Districts will have the flexibility to create their own rubrics of educator practice. Districts that choose to do so must apply to the State Superintendent through an equivalency review process. The rubrics (and related training, tools, etc.) for teacher practice must be based on the InTASC standards, and Danielson's four domains of teaching responsibility, but may combine components into fewer categories.

4. Student Outcomes

Measures of student achievement will account for 50% of the overall summative rating for educators. Multiple measures of student outcomes will be used. State and district achievement data with both individual and school components will be included.

⁴ Danielson, C.F. (2007). *Enhancing professional practice: A framework for teaching* (2nd ed.). Alexandria, VA: ASCD

- For teachers, the following data when available will be used:
 - Individual value-added data on statewide standardized assessments (currently grades 3-7 reading and math);⁵
 - District-adopted standardized assessment results
 - Student Learning Objectives (SLOs) established by teachers with approval from administrators. SLOs are a participatory method of setting measurable goals around measurable growth in student performance during the course of instruction. SLOs can be based on teacher-developed or other classroom assessments.
 - District choice of data based on improvement strategies and aligned to school and district goals based on areas of need highlighted by the state accountability system.
 - For elementary and middle school levels, school-wide reading scores will be used.⁶ For high schools, graduation rate will be used.

For teachers, when the first three measures of student data (state assessment, district assessments, and SLOs) are available, equal weight will be given to these three measures and together they will make up 90% of the data used for student outcomes. When only two of these measures are available, equal weight will be given to each measure and together they will make up 90% of the data used for student outcomes. When only SLOs are available, they will account for 90% of the data used in student outcomes. District improvement strategies and school-wide data will each comprise 5% under student outcomes in all cases. Student outcome weights can be found in Appendix D.

- For principals, the following data when available will be used:
 - School-wide value-added data from state-wide standardized assessments taken by students in the school(s) to which the principal is assigned.⁷
 - District-adopted standardized assessment results.
 - School Performance Outcomes (SPOs) established by principals and administrators. SPOs are a participatory method of setting measurable goals around the measurable gain of whole school performance during the course of a year.
 - District choice of data based on improvement strategies and aligned to school and district goals based on areas of need highlighted by the state accountability system.
 - For elementary and middle school levels, school-wide reading scores will be used.⁸ For high schools, graduation rate will be used.

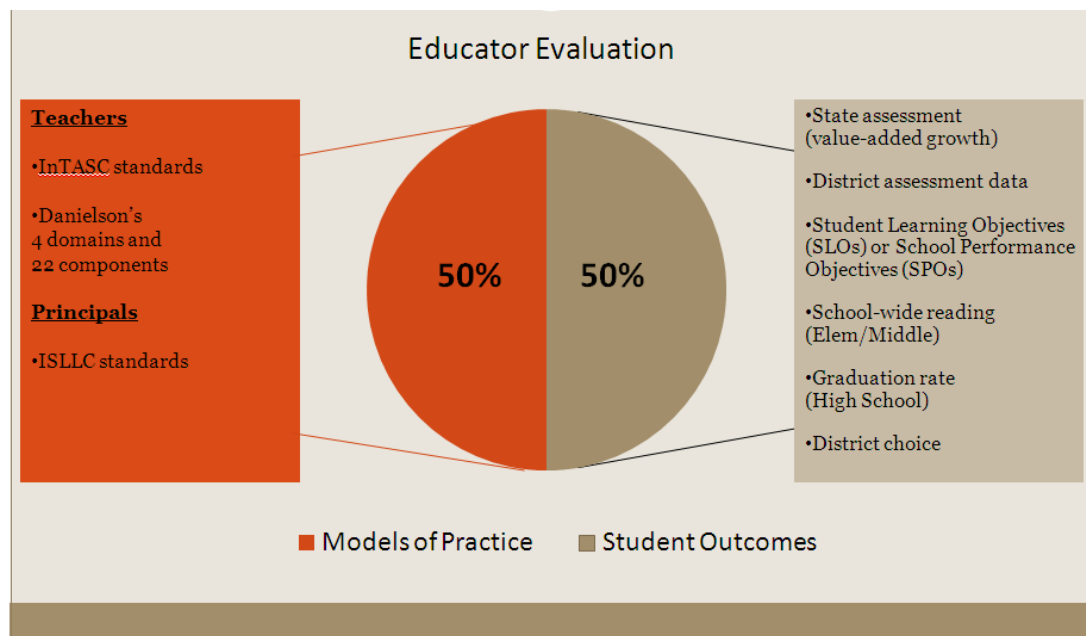
⁵ Design Team specified the value-added model for student growth will be developed by the Value-Added Research Center at University of Wisconsin-Madison, and that the model shall control for demographic variables (race/ethnicity, gender, socio-economic status, disability status, and ELL status).

⁶ If the successor state assessment system allows, a similar school-wide reading measure at high school will be used.

⁷ Design Team specified the value-added model will be developed by the Value-Added Research Center at University of Wisconsin-Madison, and that the model shall control for demographic variables (race/ethnicity, gender, socio-economic status, disability status, and ELL status).

- For principals, when the first three measures of student data (state assessment, district assessments, and SPOs) are available, equal weight will be given to these three measures and together they will make up 90% of the data used for student outcomes. When only two of these measures are available, equal weight will be given to each measure and together they will make up 90% of the data used for student outcomes. When only SPOs are available, they will account for 90% of the data used in student outcomes. District improvement strategies and school-wide data will comprise 5% respectively under student outcomes in all cases.

System Weights



- More detail is provided in the full report with regard to student achievement data that is to be used when state test data or local test data are not available.

⁸ If the successor state assessment system allows, a similar school-wide reading measure at high school will be used.

5. Performance Ratings

Educators will receive feedback on their performance in educator practice and student outcomes, both of which will be combined into an overall performance rating. Three categories of performance ratings will apply to all educators across the state:

- ❖ **Developing:** this rating describes professional practice and impact on student achievement that does not meet expectations and requires additional support and directed action.
- ❖ **Effective:** this rating describes solid, expected professional practice and impact on student achievement. Educators rated as effective will have areas of strength as well as areas for improvement that will be addressed through professional development.
- ❖ **Exemplary:** this rating describes outstanding professional practice and impact on student achievement. Educators rated as exemplary will continue to expand their expertise through professional development opportunities. In addition, these educators will be encouraged to utilize their expertise through leadership opportunities.

An educator will not be allowed to remain at the developing level and continue to practice indefinitely. If an educator is rated as developing over a time period the educator will undergo an intervention phase to improve on the areas rated as developing. If, at the end of the intervention phase, the educator is still developing, the district shall move to a removal phase. An appeals process shall be developed by the district.

6. Educator Effectiveness Data

Data issues (e.g. longitudinal tracking, teacher-student linkages, data warehousing) will be handled by a uniform statewide system. The Design Team recommends that the laws and regulations of the State of Wisconsin ensure that personally identifiable information in relation to the evaluation system is not subject to public disclosure. As such, individual evaluation ratings (and subcomponents used to determine ratings) are not subject to open records requests.

7. Evidence of Educator Effectiveness

The evaluation process will include multiple forms of evidence, and will serve both formative and summative evaluation needs. A manual describing formative and summative evaluation, and detailing evidence sources, the frequency of data collection, timelines, and procedures for collection and analysis of evidence will be developed. Formative evaluation shall be ongoing. Summative evaluations shall follow the timelines specified in the manual.

8. Differentiation

New educators (first three years in a district) will be evaluated annually. Struggling educators (those whose summative performance rating is “Developing”) will be evaluated annually. Veteran, non-struggling educators will be evaluated once every three years, although these educators could be evaluated on a subset of performance dimensions each

year, with the entire set covered over a three year period. These specifications refer to summative evaluations. Formative evaluation shall be ongoing for all educators.

9. Evaluators

Teachers' immediate supervisor will evaluate teaching practice. Principals' immediate supervisors will evaluate principal practice.

The Design Team encourages the use of a second observer, such as a peer, administrator, or evaluator from an institute of higher education would be beneficial. They also recognize that this is not always practical and therefore recommend that pre-service internships be explored in the development phase. Pre-service interns could potentially cover classroom time to allow master educators, cooperating teachers, or outside observers to serve as peer evaluators. Similarly, pre-service principal internships should be considered.

10. Evaluator Training

Evaluators will be required to complete a comprehensive certification training program that is consistent across the state.

11. Role of the State

The state will be responsible for developing, piloting, implementing, evaluating, and maintaining the high quality evaluation system. The statewide Educator Effectiveness model will be fully developed, piloted, and implemented by 2014-15 to meet ESEA Flexibility requirements (NCLB waivers)⁹, and will coincide with Wisconsin's school and district accountability reform effort. DPI will be responsible for this work and ensuring alignment within the broader accountability system. DPI will work to identify and leverage resources wherever possible, but all work outlined in the Framework and required by a high-quality statewide system is contingent on funding.

12. Stakeholder Involvement

DPI will convene a coordinating committee representing diverse stakeholders that will provide guidance and feedback throughout the development, pilot, and initial implementation phases of the model, at least through the 2014-2015 school year.

Districts are also encouraged to collaborate with DPI on the development, pilot, and training phases. The state will encourage districts to begin implementing the new system as soon as possible and will allow any district wishing to implement the new system early to do so.

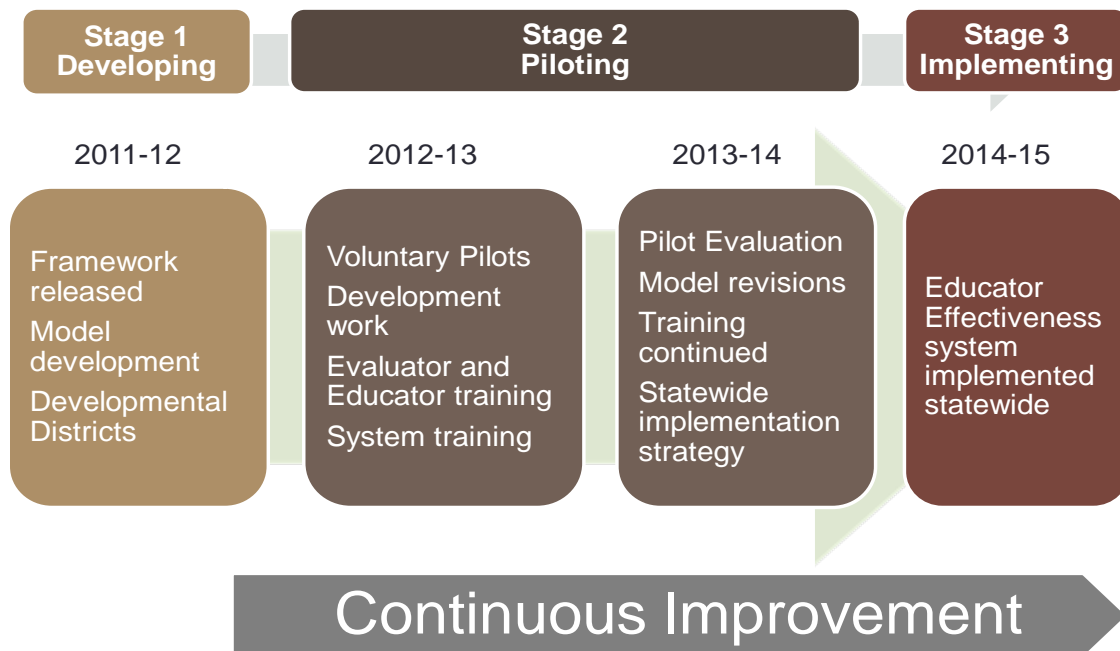
Moving the Framework Forward

The Design Team recognizes the urgency of moving this work forward. In particular—as spelled out in the ESEA flexibility guidance (NCLB waivers)—the state is required to have a fully implemented educator effectiveness system by 2014-15.

⁹ ESEA Flexibility, (<http://www.ed.gov/esea/flexibility>)

In many areas, the bulk of the work lies ahead, and the Framework for Educator Effectiveness is only a start. The Framework highlights the issues most critical in developing and implementing a new statewide Educator Effectiveness system. Even beyond the development and piloting years, the state model must be continuously improved based on educators' feedback and experience.

*Educator Effectiveness Timeline



**All work contingent on funding and resources*

As detailed in the timeline, work to move from the framework to a state model must begin immediately. However, resources to implement these recommendations have yet to be identified/budgeted/legislated. The following points on resource allocation require action:

1. The Design Team recommends that a thorough review of current statutes, rules, and policies that govern the preparation, induction, and licensure of Wisconsin educators should be completed as quickly as possible. The review should be completed to ensure that Wisconsin statutes, rules, and policies are supportive of the Framework for Educator Effectiveness. It is critical that every state process affecting educators—from preparation through professional development—is aligned with the definition of effectiveness and intended to increase educator effectiveness.
2. The state must allocate sufficient staff, time, and resources to develop, pilot, implement, evaluate, and maintain a high quality educator effectiveness system.

Conclusion

The members of the Design Team are clear: a state educator effectiveness system marks a major shift for Wisconsin, and will require tremendous commitment on the part of the legislature, teacher preparation programs, the state education agency, local districts, and educators throughout the state to implement this system. The work ahead, while significant, is both necessary and attainable. The Design Team believes that it has established a solid foundation and looks now to the state legislature, DPI, local districts, and stakeholders to advance this important initiative. Working collaboratively, we have the opportunity to implement a system that lives up to Wisconsin's proud educational legacy.

An electronic copy of this Executive Summary as well as the full report of Educator Effectiveness Design Team will be posted at <http://dpi.wi.gov/tepd/edueff.html>.

Appendix A: 2011 Interstate Teacher Assessment and Support Consortium (InTASC) Model Core Teaching Standards

	<i>Teachers</i> <i>2011 InTASC Model Core Teaching Standards</i>
Standard 1	Learner Development: The teacher understands how learners grow and develop, recognizing that patterns of learning and development vary individually within and across the cognitive, linguistic, social, emotional, and physical areas, and designs and implements developmentally appropriate and challenging learning experiences.
Standard 2	Learning Differences: The teacher uses understanding of individual differences and diverse cultures and communities to ensure inclusive learning environments that enable each learner to meet high standards.
Standard 3	Learning Environments: The teacher works with others to create environments that support individual and collaborative learning, and that encourage positive social interaction, active engagement in learning, and self motivation.
Standard 4	Content Knowledge: The teacher understands the central concepts, tools of inquiry, and structures of the discipline(s) he or she teaches and creates learning experiences that make the discipline accessible and meaningful for learners to assure mastery of the content.
Standard 5	Application of Content: The teacher understands how to connect concepts and use differing perspectives to engage learners in critical thinking, creativity, and collaborative problem solving related to authentic local and global issues.
Standard 6	Assessment: The teacher understands and uses multiple methods of assessment to engage learners in their own growth, to monitor learner progress, and to guide the teacher's and learner's decision making.
Standard 7	Planning for Instruction: The teacher plans instruction that supports every student in meeting rigorous learning goals by drawing upon knowledge of content areas, curriculum, cross-disciplinary skills, and pedagogy, as well as knowledge of learners and the community context.
Standard 8	Instructional Strategies: The teacher understands and uses a variety of instructional strategies to encourage learners to develop deep understanding of content areas and their connections, and to build skills to apply knowledge in meaningful ways.
Standard 9	Professional Learning and Ethical Practice: The teacher engages in ongoing professional learning and uses evidence to continually evaluate his/her practice, particularly the effects of his/her choices and actions on others (learners, families, other professionals, and the community), and adapts practice to meet the needs of each learner.
Standard 10	Leadership and Collaboration: The teacher seeks appropriate leadership roles and opportunities to take responsibility for student learning, to collaborate with learners, families, colleagues, other school professionals, and community members to ensure learner growth, and to advance the profession.

Appendix B: 2008 Interstate School Leaders Licensure Consortium (ISLLC) Educational Leadership Policy Standards

	<p><i>Principals</i></p> <p><i>2008 (ISLLC) Educational Leadership Policy Standards</i></p>
Standard 1	<p>An education leader promotes the success of every student by facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by all stakeholders.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Collaboratively develop and implement a shared vision and mission B. Collect and use data to identify goals, assess organizational effectiveness, and promote organizational learning C. Create and implement plans to achieve goals D. Promote continuous and sustainable improvement E. Monitor and evaluate progress and revise plans
Standard 2	<p>An education leader promotes the success of every student by advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Nurture and sustain a culture of collaboration, trust, learning, and high expectations B. Create a comprehensive, rigorous, and coherent curricular program C. Create a personalized and motivating learning environment for students D. Supervise instruction E. Develop assessment and accountability systems to monitor student progress F. Develop the instructional and leadership capacity of staff G. Maximize time spent on quality instruction H. Promote the use of the most effective and appropriate technologies to support teaching and learning I. Monitor and evaluate the impact of the instructional program
Standard 3	<p>An education leader promotes the success of every student by ensuring management of the organization, operation, and resources for a safe, efficient, and effective learning environment.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Monitor and evaluate the management and operational systems B. Obtain, allocate, align, and efficiently utilize human, fiscal, and technological resources C. Promote and protect the welfare and safety of students and staff D. Develop the capacity for distributed leadership E. Ensure teacher and organizational time is focused to support quality instruction and student learning
Standard 4	<p>An education leader promotes the success of every student by collaborating with faculty and community members, responding to diverse community interests and needs, and mobilizing community resources.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Collect and analyze data and information pertinent to the educational environment B. Promote understanding, appreciation, and use of the community's diverse cultural, social, and intellectual resources C. Build and sustain positive relationships with families and caregivers D. Build and sustain productive relationships with community partners

Standard 5	<p>An education leader promotes the success of every student by acting with integrity, fairness, and in an ethical manner.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Ensure a system of accountability for every student’s academic and social success B. Model principles of self-awareness, reflective practice, transparency, and ethical behavior C. Safeguard the values of democracy, equity, and diversity D. Consider and evaluate the potential moral and legal consequences of decision-making E. Promote social justice and ensure that individual student needs inform all aspects of schooling
Standard 6	<p>An education leader promotes the success of every student by understanding, responding to, and influencing the political, social, economic, legal, and cultural context.</p> <p>Functions:</p> <ul style="list-style-type: none"> A. Advocate for children, families, and caregivers B. Act to influence local, district, state, and national decisions affecting student learning C. Assess, analyze, and anticipate emerging trends and initiatives in order to adapt leadership strategies

Appendix C: Charlotte Danielson's Domains and Components

Domain 1: Planning and Preparation

- Demonstrating Knowledge of Content and Pedagogy
- Demonstrating Knowledge of Students
- Setting Instructional Outcomes
- Demonstrating Knowledge of Resources
- Designing Coherent Instruction
- Designing Student Assessments

Domain 2: The Classroom Environment

- Creating an Environment of Respect and Rapport
- Establishing a Culture for Learning
- Managing Classroom Procedures
- Managing Student Behavior
- Organizing Physical Space

Domain 3: Instruction

- Communicating with Students
- Using Questioning and Discussion Techniques
- Engaging Students in Learning
- Using Assessment in Instruction
- Demonstrating Flexibility and Responsiveness

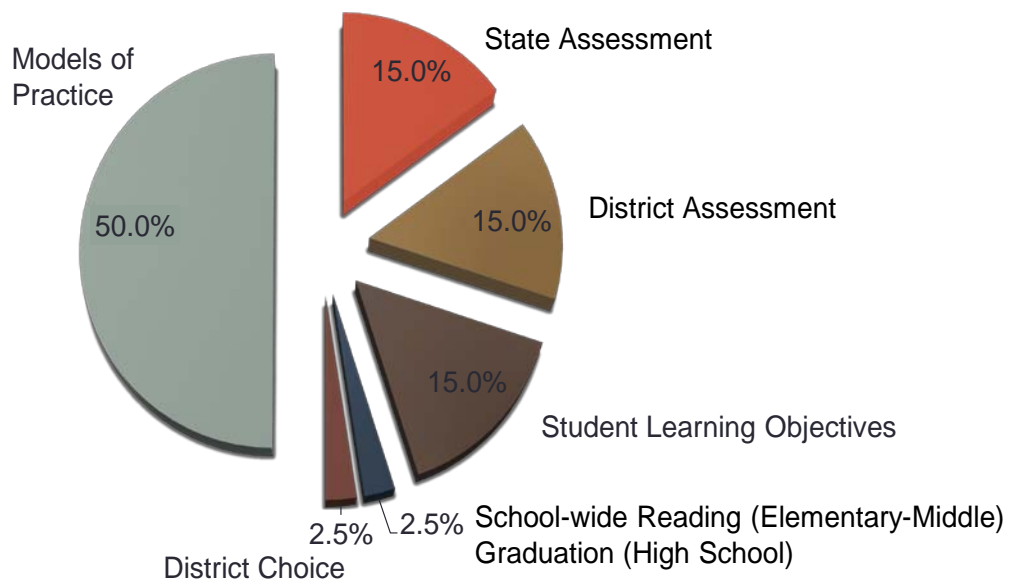
Domain 4: Professional Responsibilities

- Reflecting on Teaching
- Maintaining Accurate Records
- Communicating with Families
- Participating in a Professional Community
- Growing and Developing Professionally
- Showing Professionalism

Appendix D: Student Outcome Weights



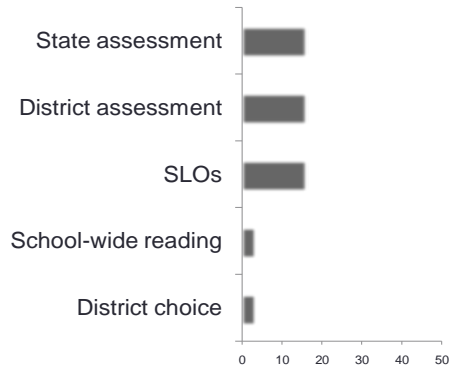
Student Outcome Detail (50% of evaluation)



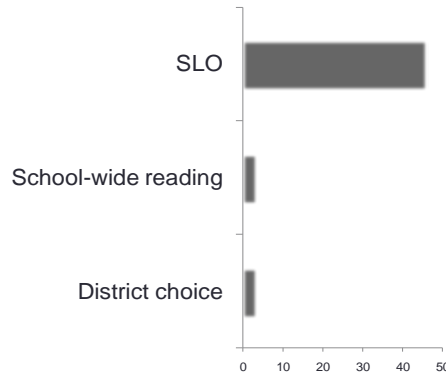
Student Outcome Weights—PK- 8



District assessment, SLOs, and other measures



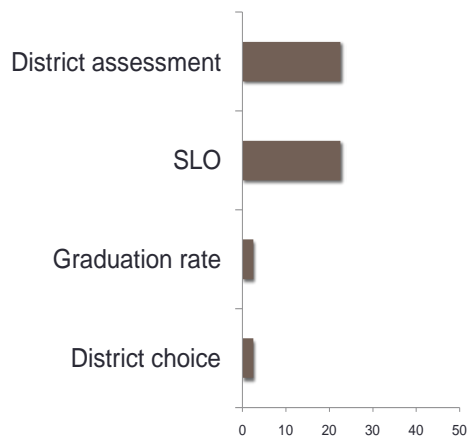
SLOs and other measures



Student Outcome Weights—9 -12



District assessment, SLOs, and other measures



SLOs

